

## Hickman Horizon Plan

Applicant	Location	Proposal
Jim Hrouda, Mayor - City of Hickman	Area located generally in second mile outside of Hickman's extraterritorial jurisdiction	1) To adopt the Hickman Horizon Plan as an approved subarea plan and 2) Amend Land Use Plan to reflect Commercial and Low Density residential uses near Hickman
<b>Recommendation: Defer</b> On May 13 <sup>th</sup> the Hickman City Council is scheduled to discuss a few potential differences between the proposed Horizon Plan and the goals of the Lincoln/Lancaster County Comprehensive Plan with staff.		

Status/Description

The City of Hickman is proposing to:

- 1) To adopt the Hickman Horizon Plan as an approved subarea plan and
- 2) Amend Land Use Plan to reflect Commercial and Low Density residential uses near Hickman

The City of Hickman's Comprehensive Plan was adopted in September 1995. In April 2002 the City of Hickman updated their Comprehensive Plan by adopting the "Horizon Plan" which provides a long range plan for an area up to two miles from the current city limits. The adopted Hickman Horizon Plan states:

"The city has projected a Future Growth Boundary known as the "Hickman Horizon Plan." The Horizon Plan looks at the one mile area beyond the city's statutory one-mile extraterritorial jurisdiction. This second mile area is likely to become the city's future responsibility or could have a significant impact on the future growth.

The essential components of this plan involve restricting new rural residential development (rural acreages) outside the city limits, except in appropriate areas south of the city. Consistent with the Lincoln City-Lancaster County's Comprehensive Plan, the city's policy is that new residential development should be located in the city. Also, the plan recommends the extension of the Hickman Trail System to connect with the trail system in Lincoln and the two state recreational lakes near Hickman."

The Hickman Horizon Plan identifies the following land use categories for the area beyond their one-mile extraterritorial jurisdiction:

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- C     **Agricultural/Rural Residential Development:** for future acreage residential development
- C     **Recreation:** to designate the Wagon Train and Stagecoach State Recreation Areas
- C     **Trail System:** to provide a trail connection between Hickman and Lincoln
- C     **Highway Corridor:** for commercial use based upon specific standards
- C     **Buffer Areas :** agricultural reserve areas for Hickman’s future urban growth

### Comprehensive Plan Implications

The Lincoln-Lancaster County 2025 Comprehensive Plan provides general policy guidance. On page F-73 of the Plan it states: “Town plans should be acknowledged in the Comprehensive Plan.” The Hickman Comprehensive Plan is referenced in several places in the Lincoln/Lancaster County 2025 Comprehensive Plan. In the “Existing Conditions” section is a summary of the Comprehensive Plans for each incorporated town in the County, including Hickman’s Plan. On page E-14 it states:

“The **Hickman** Comprehensive Plan was adopted in 1995. It projects a population growth rate of about 1 percent per year, adding an additional 147 persons by 2020. The towns urban growth is expected to occur primarily to the northwest and northeast along N. 68<sup>th</sup> Street. The plan also calls for a “horizon plan” of one additional mile beyond the city’s existing one mile planning and zoning jurisdiction. The city’s policy calls for new residential development to be located in the city, restricting new residential development from the two miles out of town. A Lincoln Trail system should link Hickman with Lincoln, and the two state recreation lakes in the area. Hickman requests that their plan for the two mile area be reflected in the Lincoln/Lancaster County Plan.”

On page F-28 of the Lincoln/ Lancaster County Plan it also notes that the generalized land use plans for other incorporated places, such as Waverly and Hickman are displayed on the Lincoln/Lancaster County Land Use Plan. It states:

“In many circumstances the land use categories in these plans were different than the categories used in the Lincoln/ Lancaster County Comprehensive Plan. In such instances, adjustments were made for the purposes of this display so that the land uses followed those used in the City-County Comprehensive Plan. These communities and their specific adopted plans should be consulted as the source for decisions within their zoning jurisdictions. Their plans are displayed in order to better coordinate the land use plans for the County as a whole with those of individual towns.

In addition, Waverly and Hickman requested that their goals for the area two miles outside their community be included in the Lincoln/ Lancaster County Comprehensive Plan. These communities only have jurisdiction over a one mile planning area. Their proposed land uses are generally compatible with the principles of this Comprehensive Plan and thus are reflected on the land use plan. It should be noted that these areas remain within the current planning and zoning jurisdiction of the city and county and are thus subject to reconsideration and change by Lincoln and Lancaster County.”

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Typically, the Comprehensive Plans of other incorporated communities have not been adopted as subarea plans of the Lincoln/ Lancaster County Comprehensive Plan. Instead, where there are areas of agreement between the goals of both plans, the Lincoln/ Lancaster County Comprehensive Plan land use plan and text will reflect the goals of the other incorporated communities.

In reviewing the proposed land uses from the Hickman Horizon Plan, the recreation, buffer area, and trail uses are in basic agreement with the Lincoln/Lancaster County Plan. On page F-22 in the Plan, Agricultural land use is consistent with the intent of the Horizon Plan's "Buffer" category, while Green Space and Agricultural Stream Corridor are consistent with the intent of the Horizon Plan's "Recreation" and "Trail" land use categories. The Salt Valley Heritage Glenway identified on page F-61 of the Plan further supports the finding of conformance.

However, there are two significant differences between the Hickman Horizon Plan and Lincoln-Lancaster County Plan. These differences concern the two plan's policies concerning low density residential and commercial land uses in the County. These items are discussed further below.

### **Low Density Residential**

The Horizon Plan calls for low density residential in the second mile outside of Hickman's extraterritorial jurisdiction, south of Hickman Road in the east to approximately Martell Road in the west. The Horizon Plan states that this area is outside of Hickman's future urban area. The Lincoln-Lancaster County 2025 Comprehensive Plan designates a portion of this area as Low Density Residential, Green Space, Agricultural Stream Corridor and Agricultural land uses.

As called for in the Plan, several studies need to be completed in order to implement the Acreage Policy in Lancaster County: (1) Cost of Service Review, an independent analysis of the economic and quality of life impacts of acreage development; and, (2) Performance Standard "Point System," allow for higher density acreage development when certain criteria are met.

These studies are underway and should be finished in the near future. Currently, there are sufficient areas in Lancaster County for Low Density Residential development, without designating the land within two miles of Hickman for acreage use. While Hickman has determined that they prefer acreages, as shown in their Horizon Plan, to the south and west of Hickman, this designation is premature in the Lincoln/ Lancaster County Comprehensive Plan until the studies have been completed.

### **Commercial - Highway Corridor**

The Horizon Plan calls for linear highway corridors in the second mile outside of Hickman's extraterritorial jurisdiction, as a strip of commercial north and south of Hickman along S. 68<sup>th</sup> Street and east and west along Hickman Road. The Horizon Plan states that this area is an extension of Hickman's Highway Corridor Overlay District that is in their one-mile extraterritorial jurisdiction. The Lincoln-Lancaster County 2025 Comprehensive Plan designates this land for residential, green space, or agricultural land uses.

While Hickman has stated a preference for linear commercial strips, this type of development is not in conformance with the Lincoln/ Lancaster County Plan. The stated goal of commercial development within

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Lincoln and incorporated towns is found in the following section of the Lincoln/ Lancaster County Plan:

“Strip commercial development is discouraged. Commerce Centers should not develop in a linear strip along a roadway nor be completely auto oriented.” (Page F-41)

“Residential, commercial, and industrial development take place in the City of Lincoln and within incorporated towns. This ensures that there are convenient jobs and a healthy tax base within the communities to support the public safety, infrastructure and services within the community. While location in the cities and towns of the county is a priority, unique site requirements of a business may necessitate consideration of other suitable and appropriate locations in the county.” (Page F-16)

“The majority of new development takes place within the City of Lincoln. However, it is important to strengthen existing commercial and support new development within the incorporated communities of Lancaster County. Commercial development in towns also provides space for businesses that support farm operators within the county.” (Page F-49)

“Development within the incorporated towns and their one mile zoning jurisdiction will be determined by the communities themselves. However, the Lincoln/ Lancaster County Comprehensive Plan supports these communities and their efforts at maintaining and improving their commercial and industrial base.

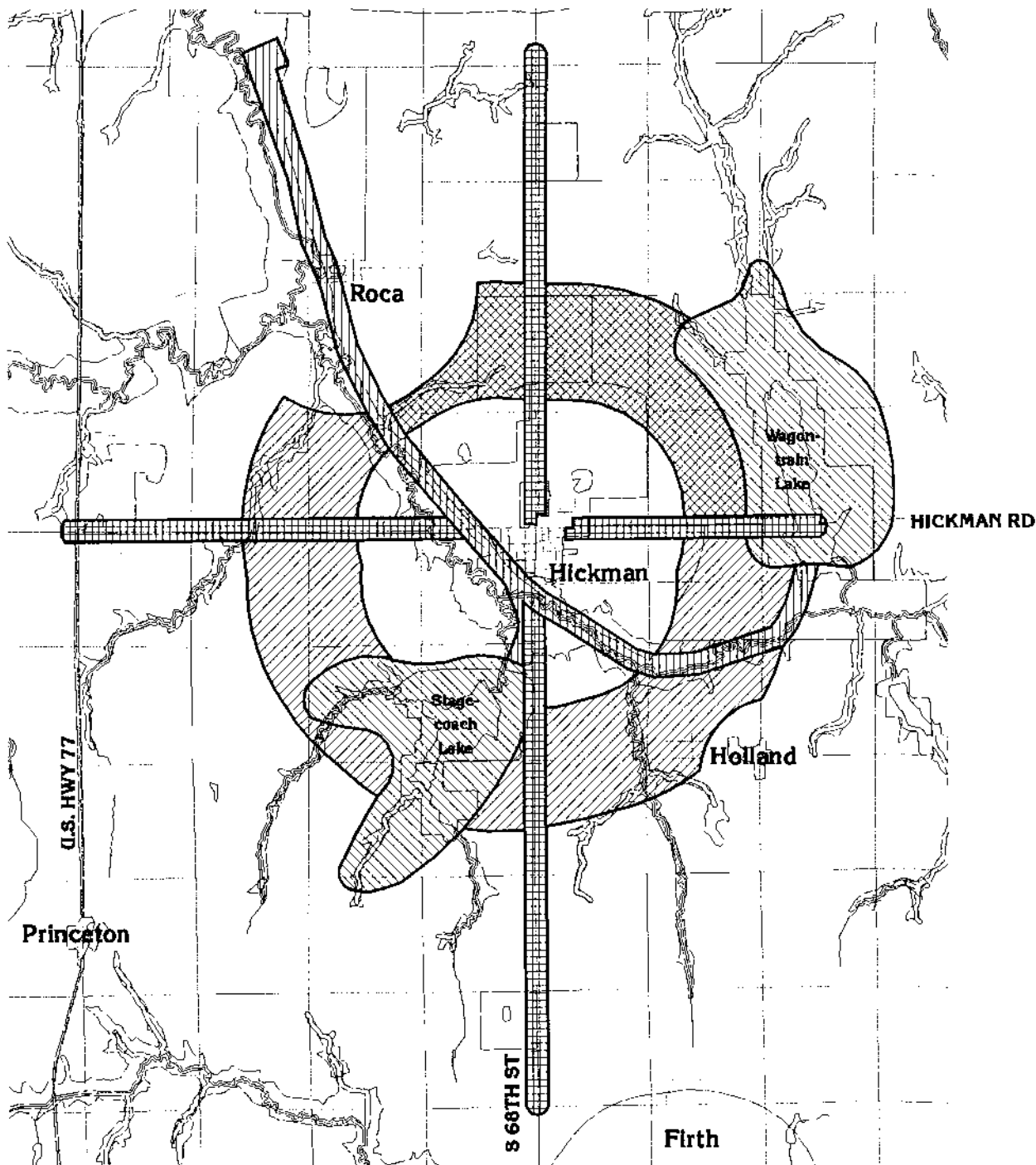
All new commercial and industrial development should be within Lincoln or the incorporated communities.” (Page F-50)

The Lincoln-Lancaster County 2025 Comprehensive Plan continues the policy of past Comprehensive Plans to encourage growth in Lincoln and the incorporated communities of Lancaster County. The goals of Hickman to provide services in a cost effective manner, to protect natural resources, agriculture and future urban growth areas are shared by the Lincoln-Lancaster County Plan.

### Conclusion

In general, there are many areas of agreement between the Hickman Horizon Plan and the Lincoln-Lancaster County 2025 Comprehensive Plan. Due to the consistency of these land use categories, it is not necessary to amend the Plan to include these components of the Hickman Horizon Plan.

There are two areas where the further discussion with the City of Hickman should occur prior to the approval of this amendment. This dialogue will occur after the scheduled release of the staff reports, so this matter should be deferred. This matter is scheduled on the City Council of Hickman’s May 13<sup>th</sup> agenda.

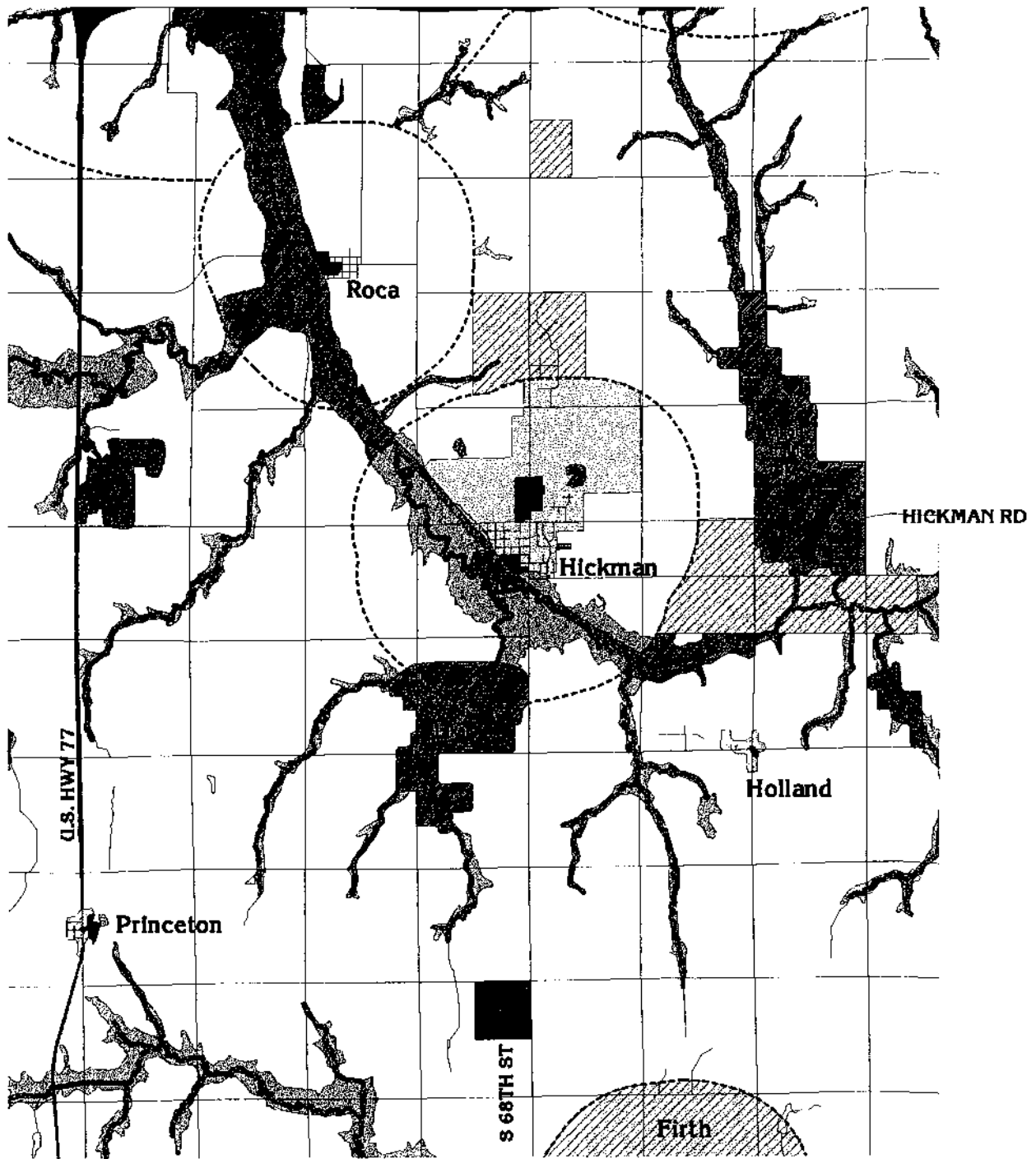


# Hickman Horizon Plan

## Comprehensive Plan Proposed Amendment # 9











---	Land Use Boundary
<b>Res</b>	Land Use Category
<b>PROPOSED LAND USE CATEGORIES</b>	
	AG-Res
	Recreation
	Trail System
	Hwy Corridor
	Buffer

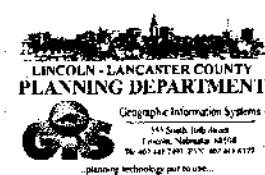




# Hickman Area

## Approved Future Land Use Plan

- |   |  |
|---|--|
|  Agricultural    |  Env. Resources     |
|  Res-Low Density |  Lakes & Streams    |
|  Res-Urban       |  Public-Semi Public |
|  Stream Corridor |  Industrial         |
|  Green Space     |  Commercial         |





LINCOLN/LANCASTER COUNTY

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FEB 24 2003

LINCOLN CITY/LANCASTER COUNTY  
PLANNING DEPARTMENT

## COMPREHENSIVE PLAN AMENDMENT APPLICATION

*The use of this application is appropriate when a change to the adopted Lincoln/Lancaster County Comprehensive Plan is desired. The required questionnaire on the reverse side of this application must be completed as well. The application and required questionnaire are due to the Planning Department no later than 4:30 p.m. on February 21, 2003.*

Please print or type.

Date: 2/14/03

Applicant: City of Hickman

Mailing Address: PO BX 127

City: Hickman State: NE Zip: 68372

Phone: (402) 792-2212

Contact (if not applicant): Nancy Votta, City Clerk

Mailing Address: same as above

City: Hickman State: NE Zip: 68372

Phone: (402) 792-2212

If applicable, name of general area/location/site which would be affected by this proposed change (Attach additional sheets if necessary.).

The area affected is the second mile outside of Hickman's city limits.

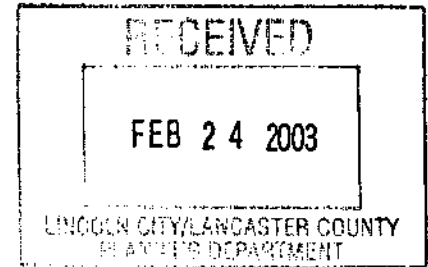
Hickman has jurisdiction over the first mile outside of the city limits and this amendment request concerns the second mile.

Applicant Signature: Jim Hrouda  
Jim Hrouda, Mayor-City of Hickman

Date: 2/21/03

# CITY OF HICKMAN

115 Locust St.  
P. O. Box 127  
Hickman, NE 68372-0127  
(402) 792-2212



## Comprehensive Plan Amendment Application:

1. The amendment requested is for inclusion of Hickman's Horizon Plan and Horizon map (copies attached) in the Lincoln/Lancaster County Comprehensive Plan. These items are both currently part of Hickman's Comprehensive Plan. The area covered by these items is the second mile outside the Hickman city limits.
2. The proposal is currently addressed in the Comprehensive Plan to some degree on page E14. The Horizon Plan is on file with Lincoln/Lancaster County Planning but was not formally made a part of Lincoln/Lancaster County's Comp. Plan. The City of Hickman sees the need for inclusion of the Horizon Plan so Hickman's planning for this area so close to the community are considered by Lancaster County when requests for changes in this area are submitted to the County.
3. The benefit of this amendment to Hickman would be clarification of the uses in the best interest for continued planned growth for Hickman. The Horizon Plan and map would give county officials a good reference resource.
4. The proposed amendment complies with the environmental stewardship vision statement on page V2 of the Comprehensive Plan stating the value of productive farmlands and open spaces. Also on page E14, the statements about Hickman Comprehensive Plan indicate the request for the Horizon Plan to be included so Hickman's growth plans are available for review.
5. At the time Hickman's Horizon Plan was passed, public meetings were locally advertised, scheduled and held to allow for public input.

*Note:*  
*If you have further questions or need more information, contact our City Office.*

*Nancy Notta*  
*City Clerk*



passed 4-23-02

**EXHIBIT 1 TO ORDINANCE 02- 03**

**HICKMAN HORIZON PLAN**

The city has projected a Future Growth Boundary known as the "Hickman Horizon Plan." The Horizon Plan looks at the one mile area beyond the city's statutory one-mile extraterritorial jurisdiction. This second mile area is likely to become the city's future responsibility or could have a significant impact on the future growth. The essential components of this plan involve restricting new rural residential development (rural acreages) outside the city limits, except in appropriate areas south of the city. Consistent with the Lincoln City-Lancaster County's Comprehensive Plan, the city's policy is that new residential development should be located in the city. Also, the plan recommends the extension of the Hickman Trail System to connect with the trail system in Lincoln and the two state recreational lakes near Hickman.

The need to protect the areas identified on Horizon Plan Map 2020 is due to the natural barriers around portions of Hickman which will prevent contiguous growth. Since this area is legally outside the city of Hickman's jurisdiction, the assistance of the Lincoln/Lancaster County Planning Department and the County Board will be critical in implementing this plan.

The Horizon Plan and its land use categories are critical to Hickman's future city expansion. The Future Land Use Map for the one-mile extraterritorial jurisdiction indicates a large amount of flood plain to the south and west of the city. The flood plain locations create major difficulties for the city to expand in these directions. Therefore, all future urban growth is expected to be to the north and, to some degree, to the east. This need gives rise to the city's desire to prevent rural residential development in these potential urban growth directions. The city must be allowed to protect its potential growth areas from rural residential development that will eventually be inconsistent and not compatible with the expected urban development densities.

Past acreage developments have conflicted with agricultural practices, impacted ground water supplies, storm water run off, and added additional county traffic conflicts to the rural road network. Financial implications have also occurred to schools and to local and county governments. In determining the most appropriate areas for acreages, numerous factors should be considered, including water supply, soil conditions, sewage, roads, drainage, fire protection, public safety, agricultural productivity, and future plans for urban development. Land development within the Horizon Plan area should indicate how a master plan for urbanization will be implemented.

Future urban growth is expected to occur north and east of the community, with a major portion of the commercial growth along the Highway Corridor. The Highway Corridor runs from four miles north of Hickman south to a point four miles south of the community along 68<sup>th</sup> Street. The Highway Corridor also runs from the west, starting at U.S. Highway 77 and running east to a point near Wagon Train State Recreation Area.

**Agricultural/Rural Residential Development**

This land use category within the Future Growth Boundary is basically located along the south

perimeter of the city. In determining the most appropriate areas for acreages within this land use category, numerous factors should be considered, including water supply, soil conditions, sewage, roads, drainage, fire protection, agricultural productivity, and future plans for urban development.

### **Recreation**

The recreation areas noted on the Horizon Plan are the Wagon Train State Recreation Area and the Stagecoach State Recreational Area. These areas are designed for future continuation and enhancement, and provide the potential for expanding economic development opportunities in the Hickman area.

### **Trail System**

The trail system as indicated on the Horizon Plan is intended to be preserved for an eventual connection between the city of Lincoln's trail system, Hickman, and both state recreation areas.

### **Highway Corridor**

The Highway Corridor illustrated on the Horizon Plan is intended to be an extension of the Highway Corridor Overlay District that is shown on the Future Land Use Plan Maps. The commercial use designation in this corridor includes the expectation that the uses will be developed based upon specific standards for different land uses, subdivisions that will provide for proper traffic safety, and for proper overall quality urban design form and amenities.

### **Buffer Areas**

The Buffer Areas shown on the Horizon Plan Map are intended to be agricultural reserve areas for Hickman's future urban growth. New rural residential development is discouraged in the Buffer Areas, except for areas already zoned or under development. This is the primary area Hickman is capable of growing with minimal infrastructure and financial constraints. Any major new rural residential developments and acreage subdivisions will have a major impact on the community's ability to expand its population base in a fiscally responsible manner and to become an even greater community in Lancaster County. This policy will also reduce the number of acreage homeowners who would be impacted by annexation in the future. The recent development pressures give rise to the need for an agreement between the city and county for heightened review of proposed rural residential development in the Buffer Areas to assist the city in achieving its planning objectives.

### **Conclusion**

The Horizon Plan has been developed for the purpose of identifying potential urban growth areas for the city of Hickman, as well as areas which may not be suitable for urban growth. The concept allows the city to take a realistic approach when guiding future growth within their jurisdictional area and the one mile region beyond. The success of this plan depends heavily on the ability of the city of Hickman to have Lancaster County formally recognize these important community objectives.

